

PLANNING AND DEVELOPMENT SERVICES REPORT
ZONING MAP AMENDMENT

PUBLIC HEARING
PZ-15-00134

DATE: **February 12, 2016**
MEETING DATE: **February 24, 2016**
REPORT BY: **Tiffany Antol, AICP**

REQUEST:

A Zoning Map Amendment request from the City of Flagstaff Sustainability Program, on behalf of the property owner, City of Flagstaff, to rezone approximately 477.8 acres located in Section 4, Township 21 North, Range 8 East from No Zoning and Rural Residential (RR) Zone to Public Open Space (POS) and to apply the Landmarks Overlay (LO) Zone, the Resource Protection Overlay (RPO) Zone, and the Rural Floodplain designation to 77.8 acres. This Zoning Map Amendment request is the second part of a two-part request; the first is an annexation of the 77.8 acres.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Zoning Map amendment to the City Council with a recommendation for approval.

PRESENT LAND USE:

The site consists of the Picture Canyon Preserve and Archeological Park on 477.8 acres.

PROPOSED LAND USE:

Future development is expected to consist of low-impact trails, interpretive facilities, and the most basic visitor amenities such as a parking area and restrooms.

NEIGHBORHOOD DEVELOPMENT:

North: Single-family residences; Agricultural Residential, 5 acre minimum (AR-5) zone (County)
East: Single-family residences; Rural Residential (RR) zone (City)
South: El Paso Gas Pump Station; General (G) zone (County)
West: Coconino County Public Works Yard and Cinder Mine; Public Facility (PF) and Heavy Industrial (HI) zones (City)

REQUIRED FINDINGS:

STAFF REVIEW. An application for a Zoning Map amendment shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall set forth whether the Zoning Map amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied; and shall include an evaluation of the consistency and conformance of the proposed amendment with the goals of the General Plan and any applicable specific plans; and a recommendation on the amendment based on the standards of the zones set forth in Section 10-40.20 "Establishment of Zones" of the Zoning Code (Page 40.20-1).

FINDINGS FOR REVIEWING PROPOSED AMENDMENTS. All proposed amendments shall be evaluated as to whether the application is consistent with and conforms to the goals of the General Plan and any applicable specific plans;

and the proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the “City”) and will add to the public good as described in the General Plan; and the affected site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle access, public services, and utilities to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize, or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located. If the application is not consistent with the General Plan and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

STAFF REVIEW:

Introduction/Background

The Applicant, the City of Flagstaff Sustainability Program, on behalf of the property owner, the City of Flagstaff, is requesting a Zoning Map amendment to rezone approximately 477.8 acres known as the Picture Canyon Preserve and Archeological Park to the Public Open Space (POS) zone and apply the Landmarks Overlay (LO) zone, Resource Protection Overlay (RPO) zone and the Rural Floodplain designation to 77.8 acres currently located in Coconino County. An overlay zone is a special zoning district placed over an existing zoning district, part of a district, or a combination of districts. Overlay zones build on the underlying zoning, by establishing additional requirements. In this case, the overlay zones would be in addition to the proposed Public Open Space (POS) zone. The 400 acres currently located within the city limits already has the Landmark Overlay (LO) zone, Resource Protection Overlay (RPO) zones and Rural Floodplain designation applied.

With funding from the 2004 voter approved Open Space bond and a 2012 Growing Smarter Grant, the City of Flagstaff acquired Picture Canyon in October 2012 for the express purpose of preserving its unique historical, cultural, archeological, recreational, and educational resources. The canyon is an ecologically diverse riparian corridor and has a variety of native trees and plants. The area has many archeological resources which have been documented in a 2012 Archeological Survey by Northland Research, Inc. Existing logging railroad features on the property appear to be eligible for listing on the National Register of Historic Places which is sufficient for designation to the Landmarks Overlay (LO) zone. At its meeting of February 17, 2016 the City’s Heritage Preservation Commission reviewed this proposal and unanimously recommended that the City Council approve this rezoning request. Attached to this report are copies of the HPC report.

Proposed Development Concept Plans

Future development is expected to consist of low-impact trails, interpretive facilities, and the most basic visitor amenities such as a parking area and restrooms.

General Plan – Flagstaff Regional Plan (FRP 2030)

The *Flagstaff Regional Plan 2030 (FRP 2030)*, Future Growth Illustration (Maps 21 and 22) designates the subject site as Park/Open Space. The proposal to rezone the subject property to the Public Open Space (POS) zone is in conformance with the Regional Plan designation. Staff has identified a total of 19 Regional Plan Goals and Policies that could be applied to support the proposed Zoning Map Amendment. A list of these policies is attached to this report. The most relevant policies were analyzed below:

Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.

Policy OS.1.2. While observing private property rights, preserve natural resources and priority open lands, under the general guidance of the Flagstaff Area Open Space and Greenways Plan and the Natural Environment Maps.

Policy OS.1.3. Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats.

Goal CC.2. Preserve, restore, and rehabilitate heritage resources to better appreciate our culture.

Policy CC.2.1. Actively locate, identify, interpret, and preserve historical, archaeological, and cultural resources, in cooperation with other agencies and non-governmental organizations, as aspects of our society for future generations to retain, understand, and enjoy their cultural identity.

Policy CC.2.2. Formally recognize heritage resources through designation as local landmarks and historic districts.

The primary purpose of this Zoning Map Amendment is to add layers of protection to the Picture Canyon Preserve and Archeological Park. Both properties will be zoned and regulated under the Public Open Space zoning which is intended to be applied to areas of the City that are appropriate for designation as public open space to allow for resource protection and passive recreation uses. The Landmark Overlay zone will make the property subject to the Landmark Design Review Overlay District Design Standards and Guidelines and design review by the Heritage Preservation Commission. The Resource Protection Overlay provides additional standards for the protection of natural resources, including floodplains, steep slopes, and forest. The Rural Floodplain designation on the Rio de Flag floodplain boundaries further adds a level of protection to this property and supports the City of Flagstaff's Community Rating System (CRS) ranking, which helps to lower flood insurance rates for everyone in the city.

Zoning – City of Flagstaff Zoning Code

The requirements of the Public Open Space (POS) zone, Landmarks Overlay (LO) zone, Resource Protection Overlay (RPO) zone and the Rural Floodplain designation are intended to promote the preservation and unique character of properties within the zone. Properties within the Landmarks Overlay zone are subject to the Landmark Design Review Overlay District Design Standards and Guidelines and design review by the Heritage Preservation Commission. The Resource Protection Overlay provides standards for the protection of natural resources, including floodplains, steep slopes, and forest. The Rural Floodplain designation is applied to natural undisturbed open spaces defined as areas of delineated 100-year floodplain that cannot be disturbed or developed except for roadway and utility crossings.

PUBLIC SYSTEMS IMPACT ANALYSIS:

Traffic and Access

No analysis was required.

Water and Wastewater

A water and sewer analysis was not required as part of this request; however, the Utilities Division did request a condition of approval allowing for existing and future utility infrastructure.

Stormwater

No stormwater improvements have been required.

Parks and Recreation

This zoning map amendment is not anticipated to have any impact to the City's parks or recreation systems.

OTHER REQUIREMENTS:

Resources

The subject property will be entirely located within the Resource Protection Overlay (RPO) zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). Further, this application does not anticipate any physical modifications to the existing site. No impact to resources is anticipated.

Citizen Participation

All property owners within 600-feet of this site were notified via mail of the zoning map amendment and annexation and asked to attend the Open Space Commission meeting on October 22, 2015. One individual inquired about these applications affecting the management plans for Picture Canyon. Four individuals total spoke in regards to the open space zoning map amendments. Minutes for this meeting are attached.

DISCUSSION:

The application of the Public Open Space (POS) zone with the Landmarks Overlay (LO) zone, Resource Protection Overlay (RPO) zone and Rural Floodplain designation meet the intent of the Regional Plan designation of Open Space Parks. These zones and designations work in concert to protect the natural, cultural, and historic resources on the property as well as support the City's Open Space and Stormwater programs.

RECOMMENDATION:

Staff believes that the proposed Zoning Map amendment has been justified and would recommend in favor of amending the Zoning Map for 477.8 acres to the Public Open Space (POS) zone with the Landmarks Overlay (LO) zone, Resource Protection Overlay (RPO) zone and the Rural Floodplain designation to 77.8 acres with the following condition:

1. The City of Flagstaff maintains the right to access the subject property to install, locate, operate, repair, replace, alter, and maintain any and all existing and future underground pipelines and utility services infrastructure of all types within the subject property. This shall include but not be limited to water transmission and distribution lines. The City of Flagstaff also maintains the right to remove, alter, or maintain any vegetation, improvements, or obstructions during the installation of these pipelines or utility services infrastructure on the subject property”.

ATTACHMENTS

- Zoning Map Amendment Application

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- Current City of Flagstaff Zoning Map
- Zoning letter from Coconino County
- HPC Staff Report
- FRP 2030 Goals and Policies – Full list
- Open Space Commission Meeting Minutes
- Public Hearing Legal Advertisements